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FOR INFORMATION

UNICEF EMERGENCY OPERATIONS

SUMMARY

The present report gives an overview of the nature and magnitude of the UNICEF response to emergencies in 1995, as well as a review of progress made.

Following a brief introduction, chapter I reports on UNICEF assistance to emergencies, including sectoral interventions in complex emergencies as well as other areas in which UNICEF has been working to ensure child survival, protection and development in emergency situations. In its focus on UNICEF assistance to emergencies in 1995, chapter II details emergency programme expenditure and use of the Emergency Programme Fund. Issues of coordination of humanitarian assistance are summarized in chapter III, while chapter IV continues with a review of UNICEF collaboration with non-governmental organizations and centres of excellence. Chapter V reports on progress made by UNICEF in enhancing its programme and operational response capacity for emergency situations.

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INTRODUCTION

1. The UNICEF "Anti-War Agenda", the principal thrust of the State of the World's Children 1996 report, is aimed at strengthening the means to prevent conflict and ensuring better support for its victims.

2. Key measures include addressing the underlying causes of violence and investing more resources in mediation; the protection, care and rehabilitation of children; the removal of child soldiers from the battlefield; banning the production of land-mines; and more vigorous pursuit of the idea of children as "zones of peace".

3. The reasons for the new agenda are clear. Fifty years after the end of the Second World War and the creation of the United Nations, the corpses of slaughtered women and children still litter the world's landscape, and roads are too often choked with refugees. Totals of child casualties of war worldwide in the past decade are beyond belief - 2 million killed, 4 million to 5 million disabled, 12 million homeless, 1 million orphaned and 10 million traumatized.

4. Noting the differences and limitations of the various United Nations agencies in responding to growing calls for relief assistance to people stricken not only by conflict, but also by natural disasters, the 1995 substantive session of the Economic and Social Council, in its resolution 1995/56 of 28 July, among other things, called for strengthening the capacity of the United Nations system for humanitarian assistance. An annex to the resolution lists 10 issues for consideration by the governing bodies of the agencies. The issues address the entire range of activities of an agency locked onto an emergency, from measures to strengthen local coping mechanisms, to financial capacity to act in a timely manner, to levels of delegated authority at the field level. But three watchwords emerge - readiness, cooperation and capacity.

I. UNICEF ASSISTANCE TO EMERGENCIES

A. Sectoral emphasis in complex emergencies

5. In 1995, UNICEF assistance to 21 major complex emergencies (see table 1) was targeted to meet the special needs of vulnerable groups, especially children and women. As a decentralized development agency, UNICEF addresses immediate relief and survival needs, as well as long-term rehabilitation and development. In each case, certain core interventions were almost universally applied to meet basic needs, and depending on the unique situation of the beneficiaries, additional interventions were undertaken within a range of supporting core programmatic areas. These included health, water supply and sanitation, education, nutrition, household relief and the special needs of children. The support interventions included special programmes for unaccompanied children, women's reproductive health, child soldiers, land-mine awareness and child prisoners.

B. Ensuring child survival and protection

Child rights and protection

6. Increasingly, UNICEF is challenged to address child rights and protection in the midst of conflict. In 1995, for example, following negotiations between Operation Lifeline Sudan (OLS) and the Sudan People's Liberation Movement (SPLM), SPLM signed a set of "ground rules" which contained an endorsement of the articles of the Convention on the Rights of the Child. This is the first time in history that a non-States party in the midst of conflict has endorsed the provisions of an international convention.

7. In this context, the work of the UNICEF Steering Committee on Child Rights needs to be recognized and its recommendations appropriately reflected in the activities of the organization. A UNICEF task force plans to complete reviewing the optional protocol relating to children involved in armed conflict, which is aimed at raising the minimum age for the involvement of children in war to 18 years by early January 1996. At the same time, the initiative of bringing non-conventional partners into the ambience of the Convention merits encouragement. In southern Sudan, OLS succeeded in obtaining the agreement of SPLM to abide by the standards and principles of the Convention. It is within the responsibility of UNICEF to negotiate the release of child combatants for rehabilitation. However, UNICEF has found itself with the difficult task of having to choose between channelling scarce resources to rehabilitate a small number of children over a long period of time or resorting to cost-effective measures to reach the greatest number of children possible with the same scarce resources. The reintegration of those children into the community is another challenge for which the organization has yet to develop expertise. The release of child prisoners and pregnant women prisoners into UNICEF care is the essence of the practical application of the Convention. UNICEF is endeavouring to consolidate its own competence as well as to form partnerships with non-governmental organizations (NGOs) and other professional organizations in the fields of specialized child protection and community-level reintegration. For example, in February 1996, the International Committee of the Red Cross (ICRC) and UNICEF will meet to review cooperation in light of their respective protection mandates.

Unaccompanied children

8. There are an estimated 1 million children worldwide separated from their families as a result of conflict. Most at risk, these children require special care. During 1995, UNICEF assisted unaccompanied children in nine countries (Angola, Burundi, Georgia, Liberia, Mozambique, Rwanda, Sudan, former Yugoslavia and Zaire). Although the prime goal of UNICEF is to help prevent abandonment and ensure that children remain in the care of their families, when this cannot be prevented, it has resorted to their protection and immediate care, registration, tracing, fostering and reintegration into family and community life. Specifically, UNICEF and collaborating partners assisted in the reunification of 10,848 children in Rwanda, over 11,000 children in eastern Zaire and a total of 783 children in southern Sudan. In Mozambique, UNICEF supported a programme focusing on tracing, family-based care and the reintegration of some 3,400 children separated from their families during the war.

9. Because of a proliferation of NGOs and agencies working in the area of unaccompanied children, there has been a lack of standard documentation for registering children and a database for exchanging information among the major actors. UNICEF is working with the Office of the United Nations High Commissioner for Refugees (UNHCR) and other United Nations agencies and NGOs, especially ICRC and Save the Children Fund (SCF) (United Kingdom) to overcome these constraints.

Psycho-social needs of children

10. Children bear the brunt of civil conflict. According to an SCF (United Kingdom) report, over the past decade, 10 million children, or one child in every 200 throughout the world, have been traumatized by the effects of war. UNICEF has assisted 16 countries through counselling and creating the necessary conducive environment for recovery to meet the psycho-social needs of affected children.

11. UNICEF has found that the functioning of schools and other related activities are critical to the healing and normalization process of children. They help to rebuild their lives, initiating problem-solving abilities, motivation and a sense of belonging. An important area of concern is the method of dealing with an entire traumatized population. When trauma strikes populations on a massive scale, as in Rwanda, to reach the largest number of children, UNICEF espouses a community-based approach that is not only cost-effective, but which recognizes resourcefulness, encourages a sense of self-worth, creativity and management skills in local caregivers, and involves the entire community. Thus, UNICEF utilizes professionals - psychologists or child counsellors - to train and guide rather than to provide individual clinical care.

Gender concerns and issues

12. In its strategy review, UNICEF is addressing the crucial role of women in enabling the family to survive and cope with the stresses of social upheaval during emergencies, especially those involving armed conflicts. Over the past year, gender-specific issues in emergency programmes have been addressed in ongoing training activities and in the revision of the guidelines for emergency programmes. The Office of Emergency Programmes is a member of the newly established Women in Conflict Zones Network established by the York University Centre for Refugee Studies (Toronto, Canada). Other initiatives in progress include collaboration with agencies such as the Agency for Cooperation and Research in Development and the African Women in Conflict NGO network to help redefine monitoring tools for gender concerns and compile country-specific case studies and impact analyses.

13. A number of concerns remain to be dealt with to enable UNICEF to expand its programming in emergencies. These include the disaggregation of gender-specific data in emergency assessments and impact analyses; addressing the specific needs of the displaced girl child and monitoring her situation in camps, shelters and other aggregations; and addressing the needs of sexually-abused women in culturally appropriate ways without causing unwanted

attention. UNICEF is focusing attention on developing more accurate targeting and distribution methodologies to ensure that assistance reaches families, particularly female-headed households, and developing modalities for training and capacity-building for women in crisis.

Women's reproductive health

14. In armed conflicts, women are increasingly subjected to sexual violence and the associated sexually transmitted diseases, including HIV/AIDS. They also are denied access to safe motherhood care and basic information on health and other related matters. Spurred by the importance of giving special attention to women's reproductive health in emergency situations, UNICEF has assisted several countries by improving the quality of services at maternal and child health centres and through counselling and rehabilitating victims of sexual violence. UNICEF collaborated with UNHCR, the United Nations Population Fund and the World Health Organization (WHO) in organizing an Inter-Agency Symposium on Reproductive Health in Refugee Situations, held in Geneva in June 1995. Recommendations of the symposium emphasized the importance of providing service packages during the initial phases of an emergency and the need for a full-range of reproductive health services to be integrated into primary health care services once situations have stabilized. In the former Yugoslavia, UNICEF has an extensive trauma recovery programme for children. However, although rape remains a major issue, UNICEF has been unable to provide much support to its victims; because of social stigma, they have been reluctant to come forward.

Internally displaced persons

15. There are some 27 million internally displaced persons (IDPs) worldwide, of whom 70 to 80 per cent are children and women. Because of a lack of clear institutional responsibility for IDPs among United Nations agencies, they frequently bear the brunt of neglect and are often denied access to basic services and amenities.

16. There is no early warning system to alert the humanitarian community to the movement of IDPs. As a result, sudden population displacements can take aid workers by surprise. The response by the international community is often mixed. In countries such as Afghanistan, Liberia and Somalia, where no single authority has responsibility for IDPs, the work of UNICEF has been made more difficult. It has had to negotiate with different factions to ensure that assistance is reaching IDPs. Concentrating assistance to IDPs at the expense of the host community has caused inequity and friction in Burundi, the United Republic of Tanzania and Zaire.

Land-mines

17. It is estimated that there is a total of 110 million land-mines scattered throughout 64 countries. Approximately 85 per cent of the world's annual land-mine casualties, which number 22,000, are in Afghanistan, Angola and Cambodia. In these and 10 other countries, UNICEF is focusing its assistance on promoting mine-awareness and education, as well as on supporting rehabilitation and prosthetic services for mine victims.

18. UNICEF participated as an observer in the First Review Conference of the 1980 Convention on Conventional Weapons, held in Vienna in September 1995. Despite the failure of States Parties to resolve the problems of proliferation, detectability, production, transfer and use, and remotely delivered mines, in follow-up discussions UNICEF will continue to request States to consider extending protection for the safety of its personnel in the field and support a total ban on the production, use, stockpiling, sale and transfer of anti-personnel land-mines. UNICEF has decided to support a policy of not knowingly procuring any materials from companies that deal with the production of land-mines. It will require all companies with which it does business to guarantee that neither they nor any affiliates or subsidiaries manufacture or sell anti-personnel land-mines or their components.

Child soldiers and child prisoners

19. More than 200,000 children worldwide have been recruited for active war service, some as young as six years of age. The recruitment of children as combatants is a growing practice; abduction and forced conscription is common, but children also volunteer for combat after they or their families have been victims of oppression or violence. The general approach of UNICEF has been to negotiate the release of children into its care for rehabilitation through education or skilled training and reintegration into families or community-level group homes.

20. Since some States that have ratified the Convention on the Rights of the Child continue to use child combatants, UNICEF has worked in conjunction with human rights organizations and the Committee on the Rights of the Child to monitor its implementation. UNICEF also is strongly advocating for the ban on the recruitment of children below the age of 15 years in any form of armed conflict, and is supporting the Optional Protocol to the Convention in raising the minimum age of involvement to 18 years. Furthermore, due to the detention of minors in overcrowded prisons, UNICEF will need to encourage cooperative efforts in working with NGOs, human rights and local organizations, religious institutions and the media to foster collaboration in monitoring, publicizing and reporting on this issue so that these children can be moved to rehabilitative centres and towards the essential normalization of their lives. In Rwanda, UNICEF has supported the creation of a special department for women's, child and juvenile justice. Accused children are accommodated in temporary rehabilitation centres since conditions are still too risky to permit the release of many of the child prisoners directly into communities.

Sanctions and the United Nations study

21. The launching of the United Nations Study on the Impact of Sanctions on Humanitarian Assistance in 1995 by the United Nations Department of Humanitarian Affairs (DHA) was a milestone. The study is the outcome of a drive supported by UNICEF in the Inter-Agency Standing Committee (IASC) to persuade the United Nations system to begin addressing the humanitarian consequences of sanctions. To be completed by November 1995, the study focuses on assessing the impact of sanctions on vulnerable groups, including children; formulating possible strategies to ensure that humanitarian activities are not negatively affected by sanctions; and offsetting any negative impact on affected groups as a

consequence. It also will identify key legal instruments governing the rights to humanitarian assistance generally and the particular situation of vulnerable groups. UNICEF contributed $25,000 to the study, as well as ideas on how best to preserve children's interests.

22. Sanctions also have triggered debate in the humanitarian and academic community. UNICEF continues to participate in these debates to ensure that no matter what measures and policies are adopted on sanctions, the best interest of the child will remain central. UNICEF policy continues to be one of advocacy to alert the United Nations system and the humanitarian community to the adverse effects of sanctions on children and women. At the same time, the organization is exploring appropriate strategies for cushioning vulnerable groups from the deleterious effects of sanctions. The challenge for UNICEF, however, is how to balance its advocacy role as the voice of children affected by sanctions with its solidarity with the United Nations system.

II. UNICEF ASSISTANCE TO EMERGENCIES IN 1995

A. Emergency programme expenditure

23. Table 2 gives the emergency programme expenditure in 14 complex emergency countries as well as the total for all countries. Emergency expenditure peaked in 1993 at $222.5 million, or 28 per cent of total UNICEF programme expenditure. Expenditure dropped slightly in 1994 to $215.6 million. Comparing the first three quarters of 1995 to the same period in 1994, expenditures have already exceeded those of the prior year by $20 million, or 22 per cent. This figure is likely to increase by the year-end closure. About 85 per cent of the global emergency expenditure, all of which has been raised through consolidated inter-agency appeals, is attributed to the top 14 emergency countries. In the first three quarters of 1995, five countries (Iraq, Rwanda, Somalia, Sudan and former Yugoslavia) accounted for $65.4 million, or 58 per cent of total expenditures for the period. In the same period, $48.7 million, or 43 per cent of total expenditures, went to Africa. Two major emergencies in the Middle East and North Africa region - Iraq and Sudan - accounted for $25.6 million, or 23 per cent of total expenditure.

24. As shown in the tables 3 and 4, a sectoral analysis of emergency expenditures in 13 complex emergency countries during 1994 indicated some interesting trends. Five of the countries showed highest expenditures on health; three on nutrition and household food security; two on the cluster of activities that includes community development and organization, women and children in especially difficult circumstances; two on general emergency expenditures, which are not divided into sectors; and one on water supply and sanitation. Countries in the rehabilitation phase - Ethiopia and Mozambique - showed greater expenditures on community development and related activities and water supply and sanitation. Countries in transition - Angola and Burundi - channelled resources mostly to meet nutrition and household food security needs.

25. An analysis of emergency programme expenditure by programme field over the last three years shows that the health sector accounted for an average of about 32 per cent of total annual expenditure, except in the first nine months of 1995

when it rose to 41 per cent. Expenditure in water supply and sanitation peaked at 22 per cent in 1993; however, the share of the sector has declined over the last three years to 13 per cent in the first three quarters of 1995. Expenditure on education, which UNICEF used as an important early intervention in emergencies, remained at a steady average annual rate of about 6 per cent over the last few years. Similarly, nutrition and household food security remained steady at an average of about 14 per cent per year.

26. UNICEF mobilizes resources for emergency activities through the diversion of funds already allocated to the country, reprogramming, the Emergency Programme Fund (EPF), supplementary funds received against appeals and the Central Emergency Revolving Fund (CERF). The diversion of funds already available to the country is often the first recourse. For diversions of up to $50,000, Government consent is sought, although UNICEF headquarters approval is not necessary. Reprogramming involves the reallocation of country programme resources previously earmarked for development programmes. For reprogramming a diversion, if there are no recognized authorities with whom to negotiate, the representative has the discretion to reallocate or divert funds as long as there is headquarters approval. UNICEF has a biennial EPF budget of $30 million. Resources from the fund are used to provide the cash necessary for the initial response in complex emergencies to meet interim needs in expectation of a consolidated inter-agency appeal. Occasionally, resources from EPF are used to trigger action at the initial stage of an emergency when there is no appeal and, thus, are allocated without the expectation of replenishment.

27. UNICEF participated in a consolidated inter-agency appeal in 1995 covering 21 countries. As shown in table 5, the UNICEF appeal components totalled $340 million, of which $108 million, or 32 per cent, were received as of October 1995. In terms of total funds received, Rwanda and the Sudan received the best responses, with almost the same funding levels, but with higher proportions in the case of the Sudan. The smaller appeals for some of the countries of Central and Eastern Europe/Commonwealth of Independent States were well funded. Some of the poorest responses were recorded for "the forgotten emergencies", such as Liberia and Somalia.

B. Use of the Emergency Programme Fund

28. Increased from $14 million in the previous biennium, 1995 is the end of the first biennium at the revised $30 million ceiling for EPF. The present report of activities on EPF reflects the status as of September 1995. Between January 1994 and September 1995, a total of $21 million were allocated to 35 countries, of which about $4 million have been reimbursed. Out of the net allocation of $17 million, 78 per cent has been disbursed for activities at country and regional levels, while the remaining 22 per cent was for activities carried out from headquarters. A summary of the allocations between January 1994 and September 1995 is presented in table 6.

29. Activities initiated and carried out during 1994 have been reported previously in the document on "UNICEF emergency operations" (E/ICEF/1995/5). During the first three quarters of 1995, $9 million were disbursed to 17 countries and for global activities, of which $3 million have been replenished as of September 1995.

III. UNICEF AND COORDINATION OF HUMANITARIAN ASSISTANCE

30. UNICEF has been consulting with partners on follow-up to Economic and Social Council resolution 1995/56 on "Strengthening of the coordination of emergency humanitarian assistance of the United Nations" and the preparation of the 1996 Council deliberations. The Council has requested that DHA report on the response capacity of the United Nations system as a whole to emergencies, as well as on individual capacities of the operational agencies within the framework of the issues raised by resolution 1995/56. It also requested that in doing so, DHA should convene meetings to ensure that these issues were dealt with in a coherent manner.

31. UNICEF participates in the DHA Disaster Management Training Programme and is currently involved with the DHA Complex Emergency Training Initiative to develop joint agency-wide training for personnel at headquarters and in the field. A series of training modules are being developed on security, crisis and critical stress management, negotiations and the application of humanitarian principles.

32. The analysis of a study undertaken by UNICEF in 1994 showed some interesting patterns and correlations among the magnitude of a given emergency, the level of emergency expenditure and its contribution to development. At the height of a complex emergency, most resources were consumed by the relief efforts, as was the case in Bosnia and Herzegovina. As the emergency stabilized, increased resources invested to support relief assistance accounted for a significant portion of a rehabilitation programme, as in the case of Mozambique. In a stable situation of rehabilitation, resources channelled for relief assistance contributed maximally to development, as was the case of Bangladesh. The analysis showed that the transition to development should be accompanied by different and varying mix of strategies, each addressing relief, recovery and development, depending on such factors as the nature and level of the emergency, local capacities, the security situation and UNICEF capacities on the ground. UNICEF is endeavouring to ensure that even at the onset of an emergency, local capacity-building is integrated into the initial relief stage.

33. UNICEF is in the final stages of signing a Memoranda of Understanding (MOU) with UNHCR. While the precise mix of the operational activities between the two agencies will vary according to prevailing needs, it is recognized that the strength and contribution of UNICEF lies in its ability to focus on relief and development in a mutually reinforcing manner, while the challenge to UNHCR is to provide relief and initial reintegration assistance in such a way that it is an effective precursor to development activities. The envisaged collaboration will cover contingency planning and assessment, the development of standards and guidelines especially for unaccompanied children, and sectoral support in agreed areas.

34. While an MOU with the World Food Programme is close to completion, details regarding the respective roles of each agency with regard to supplementary feeding and the assessment and monitoring of the nutritional needs of children require clarification. It is expected that these will be resolved and that the MOU will be signed early in 1996.

35. Consultations are progressing well for signing formal MOUs with WHO and the United Nations Educational, Scientific and Cultural Organization on emergency activities. In addition, UNICEF is presently consulting with the United Nations, bilateral agencies involved in emergencies and NGOs on the subject of collaboration.

36. The organization has collaborated closely with the DHA programming process, including the consolidated appeals. In addition to active participation in IASC deliberations and those of its subsidiary bodies, UNICEF has participated in the discussion of country-specific and emerging global humanitarian issues. Major among those issues were IDPs, sanctions, land-mines, the use of military and civil defense assets, the framework of collaboration between peace-keeping operations and political affairs and DHA, and the Joint Inspection Unit assessment on increased inter-agency coordination. UNICEF has taken part in field assessment missions and the formulation of consolidated appeals. It also has made significant contributions to DHA and inter-agency reports, studies and strategies, and has continued to second staff to DHA.

37. UNICEF has been reviewing and strengthening its emergency response capacity, including establishing such mechanisms as rapid response teams (RRTs), supply stockpiles and stand-by arrangements as detailed in paragraphs 42-49 below. Additionally, UNICEF is streamlining its administrative and financial procedures to ensure flexibility and a rapid response.

38. More than many of its partners, UNICEF has a highly decentralized administrative and programme structure. The representative at the field level is delegated extensive responsibilities over programme management, resource and administrative controls, and staff deployment. This, coupled with a continuous country presence, access and influence at the governmental level, and the ability to work with communities, gives UNICEF a distinct advantage in responding to the relief as well as developmental needs of children.

IV. COLLABORATION WITH NON-GOVERNMENTAL ORGANIZATIONS AND CENTRES OF EXCELLENCE

39. A number of workshops and programme initiatives and discussions have taken place over the past year with NGO partners and university research institutions. Initiatives were developed to both enhance the MOU and simplify the modes of agreement between UNICEF and NGOs in the field, as well as to examine capacity-building and in particular strengthen the UNICEF link with indigenous NGOs in emergency situations. A draft NGO collaboration agreement that will cover regular as well as emergency situations is being reviewed before it is released to the field. UNICEF has signed agreements with the Norwegian Refugee Council and Swedrelief for stand-by arrangements for providing personnel to serve in emergencies. At the country level, UNICEF continues to enter into agreements with individual NGOs in specific technical fields. For example, it has worked with a number of Italian NGOs for the care of unaccompanied children, and with SCF (United Kingdom) and SCF (United States) on the documentation and tracing of these children. Discussions are under way with such organizations as the Disaster Relief Assistance, the United States Centers for Disease Control and Prevention and other organizations for collaborative agreements. In Eastern

and Southern Africa, the International Council of Voluntary Agencies and UNICEF are pursuing a joint initiative to strengthen regional and national NGOs to form the basis for partnerships in emergency action. Other areas of collaboration have included the development of training inputs from a number of NGOs such as ACCORD, Working in Conflict and ACTIONAid.

40. In the United States, UNICEF has collaborated with the Brown University Institute of International Studies (Providence, Rhode Island) and the Harvard University Centre for Population and Development Studies (Cambridge, Massachusetts). A Brown University study reviewed experiences which provided humanitarian assistance and protection to victims of the civil war in Liberia (1990-1994). With Harvard University, UNICEF worked on the review of the capacity of the country situation analysis to help mitigate complex emergencies through applied policy research and the development of general guidelines on vulnerability analysis. In addition, a workshop on the "Psycho-social needs of children in armed conflict" was organized to assist UNICEF in clarifying its mandate and strategies with regard to psycho-social interventions and trauma recovery programmes.

V. STRENGTHENING THE UNICEF RESPONSE CAPACITY

41. Over the last year, UNICEF has made significant progress in enhancing its programme and operational response capacity for emergency situations. Foremost among the accomplishments have been a major strategy review and reflections on lessons learned in Rwanda and Somalia, the creation of the RRT, the stockpiling of approximately $3 million of emergency stockpiles, the establishment of an Operations Room and the hiring of a specialist in emergency communications and logistics.

42. Lessons learned from recent emergencies in Rwanda and Somalia indicate that one of the major weaknesses in the UNICEF response capacity has been in the organization's inability to deploy staff quickly and effectively in the first critical days of an emergency. The RRT concept is one part of the UNICEF formula to strengthen the organization's response capacity by having a small cadre of specially trained staff on stand-by arrangement around the world for rapid deployment to reinforce field office capacities.

43. In the past, UNICEF has responded to emergencies by redeploying staff from other UNICEF offices or by hiring short-term staff to perform specific functions. This arrangement has been only partially successful. The more senior and more experienced staff are not always released fro their regular duty stations or their arrival is delayed because of competing organization priorities. When staff are released, it is for periods that are too short to make a significant impact.

44. The RRT concept was initiated when 18 participants, selected from UNICEF country offices around the world, attended a 10-day training course at UNICEF House in June 1995. Through simulation exercises, participants developed terms of reference for both the RRT and the individuals on it, and protocols for setting up an operational base and instituting a programme response in the first 48 hours, the first seven days, and hand over after 90 days.

45. An 18-person RRT is on stand-by at regular duty stations ready for deployment to any emergency within two to four days of notification and for a maximum period of 90 days. After one year on stand-by, the team will be replaced by another cadre, trained and placed on stand-by for a further 12-month period. These 18 are a core which can be augmented by additional international and national officers with expertise in specific skills, particularly in administration, finance, personnel and setting up operations systems.

A. Emergency stockpiles

46. Ensuring that experienced and specially trained staff are immediately available at the onset of emergencies is only part of the equation of enhancing the UNICEF response capacity. Major steps were undertaken in 1995 to review and update UNICEF emergency stockpiles of supplies and equipment for emergency situations. To complement and support deployment of the RRT, UNICEF created a special stockpile of essential supplies and equipment at the warehouse in Copenhagen. This RRT stockpile, consisting of support items such as vehicles, tents, communications equipment, staff safety items, offices supplies and generators, as well as essential health, education, water, sanitation and household relief items, is valued at approximately $3 million. These supplies and equipment are prepacked and made ready to accompany the deployment of the RRT.

B. Collaboration with centres of excellence

47. An essential element of the UNICEF rapid response concept is the formalization and regularization of cooperative arrangements with collaborating partners. Over the last decade, UNICEF has worked extensively with civil defense associations and NGOs, as well as with centres of excellence, universities and professional associations. While the benefit of such collaborative arrangements has been clearly demonstrated, the lack of a comprehensive agreement of association between them and UNICEF which clearly spells out roles, responsibilities and obligations has often been a major difficulty. A generic NGO agreement is being reviewed, and discussions on formalizing agreements with a number of organizations are proceeding.

C. Operations Centre

48. An Operations Centre was established in 1995 in the Office of Emergency Programmes and will be fully functional by early 1996. Its principal focus will be to provide a point of contact between headquarters and field locations to support the RRT and ongoing field operations. The Operations Centre will monitor crisis situations, keep senior management and emergency office personnel apprised of current and developing events, monitor country profiles and provide a reference centre for decision-making. It also will maintain contact with United Nations sister agencies and Secretariat operations facilities.

D. Staff development and preparedness

49. During 1995, the Office of Emergency Programmes, in collaboration with the Training and Staff Development Section, continued to reinforce country office capacity in emergency preparedness and management through regional emergency

training workshops. A major lesson learned from both Rwanda and Somalia was the need to improve contingency planning mechanisms within UNICEF, especially at the country level. A constraint has been the absence of a standard protocol or format. In June 1995, the Rwanda office piloted a comprehensive readiness planning approach, entitled "Readiness concept and plans: protecting and assisting children and women in extraordinary circumstances", which was applied as an office-wide training mechanism. This outline, with minor modifications, is being adapted to form the basis of future UNICEF training in contingency planning at the country level, and has subsequently been applied in Burundi. Building on this initiative, UNICEF is seeking the preparation of inter-agency contingency plans under the leadership and coordination of DHA.

E. Security and communications

50. The appointment of a security coordinator and an emergency communications consultant provides the necessary core management team within headquarters for security and communications functions. In addition, UNICEF has provided short-term security and communications consultants to numerous regional offices and field offices. In 1995, a draft field security handbook was prepared and distributed to field offices. Coordination within the United Nations of both security and communications has been a high priority.

F. Operations review

51. One of the most important recommendations to come out of the various emergency evaluations was the need to streamline UNICEF rules and regulations as they apply to emergencies, while at the same time ensuring compliance and accountability. The Office of Emergency Programmes convened a meeting of senior operations officers from the Eastern and Southern Africa region in November 1995. The objective of the meeting was to produce guidelines on how the existing rules, regulations and operational procedures of UNICEF can be applied flexibly and to recommend concrete measures for improved operational effectiveness and compliance in emergency situations. In addition, the particular internal management requirements of emergency operations are being addressed within the wider management reform review process now under way within UNICEF.

Table 1. UNICEF emergency programmes by sector and country

Programme	Afghanistan	Angola	Armenia	Azerbaijan	Bosnia and Herzegovina	Burundi	Croatia	Fed. Rep. of Yugoslavia	Georgia	Haiti	Iraq	Liberia	Mozambique	Russian Federation (Chechnya)	Rwanda	Sierra Leone	Somalia	Sudan	Tajikistan	The former Yugoslav Rep. of Macedonia	Zaire
Health	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Water supply and sanitation	✓	✓	✓		✓	✓				✓	✓	✓	✓		✓	✓	✓	✓	✓		✓
Education	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓
Nutrition	✓	✓		✓	✓	✓	✓	✓		✓	✓	✓	✓		✓	✓	✓	✓		✓	✓
Relief items	✓	✓		✓	✓	✓	✓	✓					✓	✓	✓	✓		✓		✓	✓
Psycho-social needs recovery	✓	✓			✓	✓	✓	✓		✓	✓	✓		✓	✓	✓	✓	✓		✓	✓
Unaccompanied children		✓				✓							✓		✓	✓					✓
Land-mines awareness	✓	✓					✓				✓										
Child soldiers												✓			✓	✓					
Child prisoners															✓						
Sanctions								✓			✓										

Table 2. UNICEF emergency programme expenditure in complex emergency countries, 199

Country	Expenditure a/ (In millions of United States dollars)			
	1993	1994	1994 Jan. – Sept.	19 Jan. -
Afghanistan	11.0	8.3	2.2	
Angola	10.7	14.4	7.5	
Burundi	0.1	3.2	0.6	
Ethiopia	5.8	4.5	2.0	
Haiti	2.3	3.6	2.1	
Iraq	52.2	26.6	13.7	
Kenya	12.0	9.7	3.5	
Liberia	9.3	5.8	3.0	
Mozambique	12.5	7.7	4.5	
Russian Federation b/	–	–	–	
Rwanda c/	1.6	32.8	4.4	
Somalia	31.1	17.9	8.4	
Sudan	25.4	29.7	16.5	
Former Yugoslavia d/	19.4	19.4	9.2	
Subtotal	193.4	183.6	77.6	
Other emergencies	29.1	32.0	14.6	
Total – All countries	222.5	215.6	92.2	

a/ Excludes special accounts and advances from CERF.

b/ Activities concerning Chechnya emergency.

c/ Includes activities in refugee areas of the United Republic of Tanzania and Zaire.

d/ For budgetary and logistics reasons, programme expenditure for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugo (Serbia and Montenegro), Slovenia and the former Yugoslav Republic of Macedonia is grouped together under this heading.

93–1995

995 – Sept.	
	6.8
	6.6
	3.5
	3.1
	2.3
	13.9
	1.9
	3.3
	1.6
	1.8
	20.4
	8.3
	11.7
	11.1
	96.3
	15.9
	112.2

Table 3. UNICEF emergency programme expenditure by programme field, 1993-1995

	1993	(%)	1994	(%)	1994 (Jan.-Sept.)	(%)	1995 (Jan.-Sept.)	(%)
Health a/	76	33	63	29	30	34	46	41
of which EPI	12	5	9	4	4	4	10	9
of which CDD	1	0	1	0	0	0	1	1
Nutrition b/	28	13	31	14	15	16	15	13
Water/sanitation	48	22	37	17	14	15	14	13
Education	8	4	16	8	5	5	7	6
Others c/	27	12	26	12	9	10	11	10
Emergency d/	1	0	5	2	16	17	10	9
Planning, etc. e/	35	16	38	18	3	3	9	8
Total	223	100	216	100	92	100	112	100

a/ Health includes expanded programme on immunization (EPI), control of diarrhoeal diseases (CDD) and other health activities. b/ Includes household food security. c/ Consists of programmes in community development and organization, women and children in especially difficult circumstances. d/ General emergency activities not included in sectors. e/ Consists of planning and statistics, advocacy and programme support.

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Table 4. UNICEF emergency programme expenditure in complex emergency countries by programme field, 1994

	Afghanistan	Angola	Burundi	Ethiopia	Haiti	Iraq	Kenya
				(In thousands of United States dollars)			
Total emergency programme expenditure	8 273	14 406	3 247	4 459	3 598	26 635	9 667
				(Percentage)			
Health	31.1	24.5	18.6	31.7	64.5	34.0	18.4
(of which EPI)	18.9	–	–	–	–	5.5	–
(of which CDD)	–	–	–	–	–	2.5	–
Water, sanitation and hygiene	20.0	19.9	10.8	14.0	20.4	37.4	20.8
Nutrition and household food security	3.8	45.1	42.5	8.2	–	5.7	48.9
Education	6.2	6.0	9.4	4.3	10.0	7.7	–
Other programme areas a/	3.8	1.1	12.2	30.3	4.2	15.2	–
Planning, advocacy and programme support b/	–	3.5	–	8.3	0.9	–	–
Emergency general c/	35.1	–	6.5	3.2	–	–	11.9
TOTAL PERCENTAGE	100.0	100.0	100.0	100.0	100.0	100.0	100.0

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Table 4 (continued)

	Liberia	Mozambique	Rwanda d/	Somalia	Sudan	Former Yugoslavia e/
			(In thousands of United States dollars)			
Total emergency programme expenditure	5 774	7 716	32 827	17 927	29 671	19 397
			(Percentage)			
Health	39.5	18.0	25.9	48.3	11.9	14.1
(of which EPI)	15.6	–	–	4.0	0.6	2.1
(of which CDD)	–	–	–	1.1	–	–
Water, sanitation and hygiene	23.1	20.5	15.7	18.1	10.5	2.6
Nutrition and household food security	0.8	4.3	14.2	12.1	16.1	20.6
Education	4.5	–	10.3	10.3	5.2	17.4
Other programme areas a/	14.5	38.3	21.0	–	4.6	23.1
Planning, advocacy and programme support b/	17.6	2.1	12.8	10.4	–	–
Emergency general c/	–	16.7	–	0.8	51.7	22.2
TOTAL PERCENTAGE	100.0	100.0	100.0	100.0	100.0	100.0

a/ Includes programme areas such as community development and organization, women and children in especially difficult circumstances.

b/ Includes programme areas such as planning and social statistics, advocacy and programme support.

c/ General emergency expenditures not included in sectors.

d/ Includes refugee areas in the United Republic of Tanzania and Zaire.

e/ Includes programme expenditure for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia (Serbia and Montenegro), Slovenia and the former Yugoslav Republic of Macedonia.

Table 5. United Nations consolidated inter-agency appeals: new/ongoing in 1995

Region/country	Appeal duration	Total UNICEF funding requirements	Funds received in 1995 a/	% of funding met
		(In thousands of United States dollars)		
AFRICA				
Angola	Jan 1994-Dec 1996	54 210	6 458	12
Burundi	Oct 1994-Dec 1995	6 940	2 564	37
Liberia	Jan 1995-Jun 1995	9 687	2 677	28
	Sep 1995-Aug 1996	14 435	530	4
Rwanda b/	Jan 1995-Dec 1995	66 812	21 716	33
Sierra Leone	Mar 1995-Dec 1995	3 329	956	29
Somalia	Jan 1995- Dec 1995	22 427	3 243	14
AMERICAS AND THE CARIBBEAN				
Haiti	Oct 1994-May 1995	5 617	2 843	51
ASIA				
Afghanistan	Oct 1994-Sep 1995	5 369	2 481	46
	Oct 1995-Sep 1996	6 577	0	0
MIDDLE EAST AND NORTH AFRICA				
Iraq	Apr 1994-Mar 1995	30 429	6 347	21
	Apr 1995-Mar 1996	28 897	6 745	23
Sudan	Jan 1995-Dec 1995	43 573	21 087	48
CENTRAL AND EASTERN EUROPE/THE COMMON WEALTH OF INDEPENDENT STATES AND THE BALTIC STATES				
Armenia	Apr 1995-Mar 1996	2 573	1 416 e/	55
Azerbaijan	Apr 1995-Mar 1996	2 502	2 171 e/	87
Georgia	Apr 1995-Mar 1996	2 145	1 367 e/	64
Russian Federation c/	Jan 1995-Dec 1995	5 000	1 867	37
Tajikistan	Jan 1995-Dec 1995	1 375	872	63
Former Yugoslavia d/	Jan 1995-Dec 1995	23 803	13 148	55
Caucasus (regional)	Apr 1995-Mar 1996	4 584	1 803	39
		Subtotal	100 291	
		Funds received for other emergencies	7 376	
		Total funds received as of 3 October 1995	107 667	

a/ As of 3 October 1995. Includes carry-over funded balance of the appeals launched during 1994.
b/ Includes requirements for refugee areas in the United Republic of Tanzania and Zaire.
c/ Requirements and funds received for the Chechnya emergency.
d/ Includes requirements for Bosnia and Herzegovina, Croatia, the Federal Republic of Yugoslavia (Serbia and Montenegro), the former Yugoslav Republic of Macedonia and UNICEF Area Office in Zagreb.
e/ Includes contributions received against the Caucasus regional project (control of vaccine-preventable diseases

Table 6. Emergency Programme Fund, 1994-1995: summary of allocations to countries as of September 1995

Countries	1994 Gross	1994 Net	1995 Gross	1995 Net
AFRICA				
Angola	660 000	660 000	10 000	10 000
Burundi	580 000	580 000		
Ethiopia	275 000	275 000		
Ghana	250 000	250 000		
Guinea	121 000	121 000		
Guinea-Bissau	136 400	136 400		
Lesotho			250 000	250 000
Liberia			300 000	300 000
Malawi			247 100	247 100
Madagascar	250 000	250 000		
Mozambique	1 433 886	1 124 835		
Niger			100 000	92 107
Rwanda	2 000 000	1 457 492		
Sierra Leone			300 000	300 000
Somalia	156 000	156 000		
South Africa	20 000	20 000		
Swaziland			251 000	251 000
United Republic of Tanzania	544 700	544 700	515 000	282 961
Zaire	150 000	150 000	208 500	
Zambia			250 000	250 000
Zimbabwe			253 000	253 000
Eastern and Southern Africa Regional Office	240 400	240 400	200 000	200 000
West and Central Africa Regional Office	168 400	168 400	162 000	162 000
Subtotal	6 985 786	6 134 227	3 046 600	2 598 168
AMERICAS AND THE CARIBBEAN				
Haiti	2 611 500	2 271 500		
Subtotal	2 611 500	2 271 500	0	0
ASIA				
China	75 000	75 000		
Sri Lanka			200 000	200 000
Subtotal	75 000	75 000	200 000	200 000
MIDDLE EAST AND NORTH AFRICA				
Algeria	256 000	256 000		
Djibouti	69 500	69 500		
Egypt	156 380	156 380		
Sudan	250 000	250 000	500 000	242 719
Yemen	100 000	100 000		
Middle East and North Africa Regional Office	14 000	14 000		
Subtotal	845 880	845 880	500 000	242 719
CENTRAL AND EASTERN EUROPE/ COMMONWEALTH OF INDEPENDENT STATES				
Croatia			407 000	178 635
Federal Republic of Yugoslavia (Serbia and Montenegro)			125 000	125 000
Moldova	19 000	19 000		
Tajikistan			1 500 000	
Russian Federation			1 250 000	598 007
Former Yugoslavia a/	77 000	77 000		
Subtotal	96 000	96 000	3 282 000	901 642
Interregional	1 600 000	1 600 000	2 250 000	2 250 000
Total allocation	12 214 166	11 022 607	9 278 600	6 192 529

a/ In 1994, for budgetary and logistical reasons, programme allocation for four former Republics of Yugoslavia is grouped under this heading.